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ABSTRACT

This report contains the preliminary findings and recommendations of a study of the New York City Board of Education adult education programs, which was initiated in order to find ways of continuing to provide educational programs for adults in the face of budget cuts. Key objectives in a restructuring of adult education programs are identified and steps by which programs and sites might be consolidated are proposed. Lower Manhattan adult education programs are analyzed to present an example of how programs could be streamlined to reduce custodial and supervisory costs. Four major sections are included: (1) Present Status of Adult Education (a discussion of the city's four types of adult education programs including program description, programmatic and site analysis, and problems of the present adult education structure, (2) Restructuring Adult Education (discusses objectives that should be attained (and subsequent steps that should be taken) in the revision of the structure and relationships of adult education programs, (3) Continuing Education Program (discusses this program's operation of centers of adult education programs and what steps should be taken to make these centers self-sustaining following the withdrawal of tax-levy support, and (4) Conclusion (gives an overall framework for what is needed to restructure adult education programs. Numerous charts, city maps, and tables supplement the text. The two appendixes include the names and addresses of district supervisors of continuing education in the New York City area, and a formula for custodial subsidy. (SH)

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# ADULT EDUCATION: A SURVIVAL PLAN

## MANAGEMENT PAPER NUMBER 2

SEPTEMBER 7, 1976

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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## PREFACE

This report contains the preliminary findings and recommendations of a study of the New York City Board of Education adult education programs. It was initiated in order to find ways of continuing to provide educational programs for adults in the face of budget cuts which resulted in the complete withdrawal of tax levy support from the Continuing Education Program and severe reduction of funds for many other adult education programs. Although the study arose from the necessity of resolving the problems created by the withdrawal of tax levy support from the Continuing Education Program it was found necessary to examine all adult education programs and in particular the interrelationship among programs in order to develop efficient and viable solutions for any of the programs.

A Task Force consisting of representative of the various adult education programs formed under the leadership of the Division of High Schools contributed many valuable suggestions and observations.

The following are members of this Task Force:

| | |
|---|---|
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Special thanks must go to Dr. Weissman who volunteered the offices of Auxiliary Services for High Schools to research, organize and compile a program and site analysis of all Adult Education programs in the city school district of New York, which provided much of the basic source data for this report. Special thanks also should go to Claire Beneduce and Helen Massiah for typing and preparing the charts for this report. This report was prepared by Bohdan Chaban and Ellen Zimmerman.

This is the second management paper prepared by the Project Management Unit of the Office of the Deputy Chancellor. The first report was "Strengthening Business Management in the Division of Special Education and Pupil Personnel Services," issued on November 26, 1975. A study of the School Lunch Program is presently in progress and will be completed in early 1977.

BERNARD R. GIFFORD
DEPUTY CHANCELLOR

## SUMMARY

Lack of coordination among adult education programs has lead to serious management problems: separate offices and units have offered similar and overlapping programs. In the face of budget cuts amounting to 8½ million dollars in the 1975-76 fiscal year for Continuing Education, Evening Academic High Schools and Evening Trade Schools, it is imperative that the entire adult education system be reviewed. Loss of tax levy support has lead to an additional problem in meeting maintenance of effort requirements for the Federal/State supported programs. Ways of operating the remaining adult programs more efficiently and making them self-sustaining to the greatest extent possible must be found if a meaningful adult education program is to continue.

A review of the present organizational structure of adult education programs found that the four basic adult activies,

- High School Equivalency/diploma
- Adult Basic Education including English as a Second Language
- Adult Occupational Education
- Recreational Education

are offered by fifteen separate programs administered by two Divisions of the Central Board. In addition, 20 community school districts operate their own adult programs. This study focuses on the adult programs run by the centralized Divisions at almost 300 sites in New York City, in many cases paying duplicate custodial supervisory, teaching, administrative and supportive costs.

This report identifies key objectives in a restructuring of adult education programs and proposes steps by which programs and sites might be consolidated. Lower Manhattan adult education programs have been analyzed to present an example of how the programs could be streamlined to reduce custodial and supervisory costs.

Specific recommendations for restructuring programs to improve efficiency and quality of adult education include:

- one administrator accountable to an Executive Director responsible for all adult education activities
- a consolidated budget for all adult education programs
- a restructuring of all programs into activity groups, eliminating the present duplication of activities by various programs
- comprehensive learning centers established to consolidate all the scattered sites and programs in each neighborhood
- a study of ways to minimize per pupil custodial cost and a search conducted for free sites
- a business management unit created to oversee budgeting, resource allocation and accounting for all programs
- An Advisory Committee created of the following city agencies and organizations:
  - Human Resources Administration
  - Model Cities Administration
  - Youth Services Administration
  - Police Athletic League
  - City Planning Commission
  - Community Development Agency
  - Council Against Poverty
  - Local Community School Board Members from each borough

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## I. PRESENT STATUS OF ADULT EDUCATION

Four basic types of adult education programs are offered by Board of Education units:

- High school equivalency/diploma
- Adult basic education, including English as a second language
- Adult occupational training
- Recreational education

They are supported through a combination of State, Federal, tax levy and student fee funds.

The adult programs have developed in a rather haphazard manner. Different offices and units offer various combinations of the four types of programs mentioned above. And as new sources of funds have appeared, new programs and offices have usually been organized to administer these funds. No central unit has recently coordinated the development of programs for adults. As a result there are fifteen separate programs for adults administered by two Divisions of the Central Board, and in addition, about twenty community school districts run programs for adults using tax levy, student fee, and State and Federal funds. Except for the High School Equivalency Consortium the programs are uncoordinated, overlapping, and sometimes compete for the same students.

I. PROGRAM DESCRIPTION

A short synopsis of the various adult education programs follows. Exhibit I summarizes the source of funds, budget for 1975-76, registration and courses of instruction for each program.

- Division of High Schools

  . Auxiliary Services for High Schools

    .. This program assists students between the ages of 16 and 22 in obtaining their High School equivalency diploma by preparing them to take the New York State General Educational Development exam instead of earning class credit. Instruction is also offered in commercial courses and adult basic education including English as a second language. Referrals are made to other programs such as Manpower Development Training or Evening Trade Schools.

  . Evening Academic High School

    .. This program offers regular evening high school diploma courses on a tuition-free basis primarily to day high school dropouts and high school seniors expediting their graduation. Additionally business education courses and refresher courses in preparation of High School Equivalency examinations are offered. The program has been sharply curtailed from 16 schools and 30,000 students registered each term in 1974 to only 3 evening high schools with a registration of 10,500 in February, 1976. There are presently plans for the Fall of 1976 to offer High School diploma courses to adults over 21 years of age on a self-sustaining basis in one existing Continuing Education Center in each borough, in addition to operating the 3 tuition-free evening high schools for students under 21 years of age.

. Office of Continuing Education

.. This program offers evening recreational program, business education courses, classes in high school equivalency, English as a second language and adult basic education. As a result of the abrupt end to tax levy support, this program has been drastically cut from a budget of over 4 million in 1975. As of February, 1976, all centers were required to operate on a self-sustaining basis, with the exception of custodial fees, which were paid from tax levy funds until June 30, 1976. Many centers may be unable to pay custodial fees from self-sustaining funds.

- Division of Educational Planning and Support

. Adult Education Act (Title VI)

.. This is a federally funded program for adults 16 years and older with less than ninth grade reading and mathematical skills and for adults who need training in English as a second language.

. Welfare Education Plan

.. This is a basic education program for adults who receive public assistance. Program offers instruction in the basic skills of reading, writing and arithmetic to eighth grade competency, English as a second language and vocational education.

. High School Equivalency Consortium

.. The Office of Continuing Education, the Auxiliary Services for High Schools, Adult Basic and Career Eduation - Title VI, and Welfare Education Plan all offer high school equivalency programs.

This consortium refers adults, based upon individual needs, to a particular equivalency program, provides funds for high school equivalency courses and runs certain courses itself.

ADULT EDUCATION PROGRAM (1975-76)

| PROGRAM | RESPONSIBLE TO | COURSES | 1974-75 BUDGET | | 1975-76 BUDGET | ENROLLMENT | FUNDING SOURCE |
|---|---|---|---|---|---|---|---|
| Auxiliary Services for High School | Division of High Schools | High School Equivalency<br>Adult Basic Education<br>English as a Second Language | 2,290,000<br>336,000 | Tax Levy<br>N.Y.S. | 2,157,000<br>443,000 | 10,000 | Tax Levy<br>N.Y.S. Title VII |
| Evening Academic High School | Division of High Schools | High School Diploma<br>Adult Basic Education<br>Business Education | 3,220,000 | | 350,000 | 21,000 | Tax Levy |
| Continuing Education | Division of High Schools | Recreation Education<br>Business Education<br>High School Equivalency<br>Adult Basic Education<br>English as a Second Language | 4,717,000 | Tax Levy | 700,000 | 70,000 | Student Fees |
| Adult Education Skills Title VI | Division of Educational Planning and Support | English as a Second Language<br>Adult Basic Education | 1,876,000 | | 2,500,000 | 5,000 | Federal<br>Title VI |
| Welfare Education Plan | Division of Educational Planning and Support | Adult Basic Education<br>English as a Second Language<br>Vocational Education | 2,883,000 | | 2,285,000 | 4,100 | State<br>Title XX |

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| High School Consortium | Division of Educational Planning and Support | High School Equivalency | 988,000 | | 868,000 | 6,400 | State Education Dept. |
| Evening Trade Schools Pre-Employment Program | " | Occupational Training | 1,354,000<br>750,000 | Tax Levy | 1,200,000 | 6,000 | Federal - Vocational Education Act |
| Adult Consumer Education | " | Home Economics Consumer Education | 501,000 | | 600,000 | 11,000 | Federal - Vocational Education Act |
| Manpower Development Training Program | " | Occupational Training<br>High School Equivalency<br>Adult Basic Education<br>English as a Second Language | 3,693,000 | | 3,500,000 | 1,100 | CETA, DOE |
| Office Occupations for Disadvantaged Adults | " | Occupational Training | 233,000 | | 350,000 | 4,200 | Federal - Vocational Education Act |
| High School Equivalency for Welfare Rehabilitation Employment Program (WREP) | " | High School Equivalency | 33,000 | | 170,000 | 300 | CETA (STATE) |
| N.Y. State Civil Service G.E.D. Program | " | High School Equivalency | 69,000 | | 72,000 | 65 | N.Y. State Civil Service Commission |
| N. Y. State Mental Hygiene G.E.D. Program | " | High School Equivalency | 277,000 | | 300,000 | 750 | N. Y. State Civil Service Commission |
| Start-Up | Division of Educational Planning and Support | Occupational Training | | | 150,000 | 100 | Federal Vocational Educational Act |
| Model Cities | -- | High School Equivalency | 46,000 | | 35,000 | 400 | New York City |
| | TOTAL | | 10,977,000<br>12,243,000<br>0 | Tax Levy<br>Reimbursable<br>Student Fees | 2,507,000<br>12,473,000<br>700,000 | Tax Levy<br>Reimbursable<br>Student Fees | |

. Adult Consumer and Homemaking Education

.. This program provides home economics and consumer education to disadvantaged adults. Each center presently has a flexible schedule designed to meet students' individual needs.

. Evening Trade Schools and Pre-Employment Program

.. The Evening Trade Schools provide vocational training and retraining programs for adults in a wide variety of occupational areas. Adults receive skills training for entry-level jobs and civil service upgrading. Tax levy support of this program which was dropped in 1976, had amounted to $750,000 in 1974-75. The Pre-Employment Program offers remedial classes for occupational skills. The schools offer an apprenticeship program working together with union and industry to provide preparation for licensure and specialized training in specific industries.

. Manpower Development Training Program

.. This program provides occupational training in a variety of courses to disadvantaged adults. Basic education and counseling are provided to supplement the occupational training. Unemployed and underemployed adults are referred to training in most projects by the New York State Employment Service.

. Office Occupations for Disadvantaged Adults

.. Program offers business and distributive education at all levels including accounting, bookkeeping, data processing, distributive education, consumer education, secretarial and clerical studies and typewriting.

. Model Cities Program

.. This program offers community service officers the opportunity to develop skills to pass high school equivalency test.

. High School Equivalency for WREP

.. This program accepts Welfare Rehabilitation Employment Referrals who read at least on a eighth grade level and lack a high school diploma. Students attend 3 hours a day, 5 days a week for 24 weeks.

. New York State Civil Service GED Program

.. This is a state funded high school equivalency program for employees of state civil service departments. It offers these employees the opportunity to develop the skills necessary to perform successfully on the high school equivancy test.

. New York State Mental Hygiene GED Program

.. This program for employees of State Mental hygiene facilities provides the opportunity to develop skills to pass high school equivancy test.

. Start-Up Program

.. Newly funded occupational training program. No centers were operational in spring, 1976.

- Community School Districts

. Of the 32 school districts, 20 districts presently offer academic, occupational training and recreational programs. Originally, most of the districts adult education programs were administered by the Office of Continuing Education but as funds for Continuing Education were cut and decentralization took place a number of discontinued Continuing Education programs became district programs. This process continued as recently as February 1976, when tax levy support of Continuing Education was dropped and four districts were permitted to operate former continuing education centers. A listing of the community school districts presently providing adult education programs is included in Appendix A

## 2. PROGRAMMATIC AND SITE ANALYSIS

In order to determine the extent of program overlap and duplication and provide a basis for analysis of the total Adult Education programs of the Board of Education, a report* was prepared locating all adult education sites geographically and containing the following information about each site:

- Site address
- Funding source
- Description of instruction
- Student registration
- Hours of operation
- Custodial and maintenance costs

Each site at which an adult education program was offered in spring of 1976, was located on a borough map. In order to facilitate analysis each borough was divided into smaller "transportation zones" defining areas serviced by convenient public transportation. For each transportation zone all the sites were identified and grouped as day or evening sites. The sites were then further subdivided into all sites operated by each program on a particular day of the week.

Exhibit II summarizes the locations of adult education sites by transportation zones. The sites at which adult education programs are offered are distributed unevenly throughout the city. Over one-third of the sites

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* This report "Programmatic and site analysis of Adult Education within the City School District of New York" prepared by Dr. Weissman is available at the Deputy Chancellor's office.

EXHIBIT II

ADULT EDUCATION SITES

IDENTIFIED BY PROGRAM AND LOCATION

| TRANSPORTATION ZONE \ PROGRAMS | Auxiliary Services | Eve. Academic H.S. | Continuing Ed. | Adult Ed. Title VI | Welfare Ed. Plan | H.S. Consortium | Evening Trade Pre-Employment | Adult Consumer Ed. | Manpower Develop. Training Program | Office Occup. For Adults | H.S. Equivalency For WREP | H.S. Equivalency For Civil Service | H.S. Equivalency Mental Hygiene | Model Cities | Total Sites ** |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| MANHATTAN | 4 | 1 | 3 | 36 | 23 | 21 | 12 | 3 | 10 | 4 | 1 | 1 | 1 | 2 | 98 |
| 1. Below 14th Street | 1 | | | 12 | 7 | 5 | 5 | 1 | 1 | 2 | | 1 | | | 28 |
| 2. Chelsea, E. Midtown | | 1 | 2 | 7 | | 3 | 5 | | 8 | | | | | | 22 |
| 3. Park West | 2 | | | 1 | 6 | 3 | | | | 1 | | | | | 10 |
| 4. Yorkville, E. Harlem | 1 | | | 2 | 3 | 4 | 2 | 1 | | | 1 | | | 1 | 11 |
| 5. Central Harlem | | | 1 | 6 | 5 | 5 | | | 1 | 1 | | | | 1 | 15 |
| 6. Inwood, Wash. Hghts. | | | | 8 | 2 | 1 | | 1 | | | | | 1 | | 11 |
| BRONX | 1 | 1 | 3 | 15 | 4 | 13 | 6 | 2 | | | 1 | 1 | 1 | 1 | 39 |
| 1. South, Hunts Pt. | | | | 6 | 2 | 5 | 4 | 1 | | | | | | | 16 |
| 2. Morrisania | 1 | | 1 | 2 | 2 | 1 | | | | | | | | 1 | 6 |
| 3. Tremont | | 1 | | 5 | | 4 | 1 | 1 | | | 1 | | | | 9 |
| 4. Fordham, Riverdale | | | 2 | 1 | | 3 | 1 | | | | | 1 | | | 6 |
| 5. Throgs Neck | | | | 1 | | | | | | | | | 1 | | 2 |
| 6. North Bronx | | | | | | | | | | | | | | | |
| BROOKLYN | 4 | 1 | 3 | 23 | 13 | 18 | 10 | 2 | 2 | 2 | 1 | | 2 | 3 | 69 |
| 1. Coney Is. Gravesent | 1 | | | 3 | | | 2 | | | | | | | | 5 |
| 2. Flatlands, Sheepshead | | | 1 | | | 1 | | | | | | | | | 1 |
| 3. Canarsie, E.N.Y. | 1 | | 1 | 2 | | 6 | 3 | | | 1 | | | 1 | | 11 |
| 4. Flatbush, Crown Hgts. | 1 | 1 | | 6 | 3 | 2 | | | 1 | | | | 1 | 1 | 14 |
| 5. Bay Ridge, Boro Pk. | 1 | | | | | | 1 | | | | | | | | 2 |
| 6. Park Slope, Ft.Greene | | | | 5 | 2 | 3 | 2 | 1 | | | | | | | 11 |
| 7. Bedford Stuyvesant | | | 1 | 5 | 6 | 3 | 0 | | 1 | 1 | 1 | | | 2 | 16 |
| 8. Williamsburg, Greenpt. | | | | 2 | 2 | 3 | 2 | 1 | | | | | | | 9 |
| QUEENS | 3 | 0 | 12 | 14 | 6 | 5 | 6 | 1 | 1 | 3 | - | - | 6 | | 51 |
| 1. S. Jamaica, Rosedale | | | 1 | 3 | | 2 | 1 | | | | | | | | 6 |
| 2. Rockaway Beach | 1 | | 1 | 1 | 1 | 1 | | | | | | | 2 | | 5 |
| 3. Woodhaven, C. Queens | 1 | | 4 | 2 | 1 | 2 | | 1 | 1 | 1 | | | 2 | | 15 |
| 4. Astoria, LIC Jack. Hgts. | 1 | 0 | 2 | 7 | 3 | | 4 | | 0 | 1 | | | 2 | | 19 |
| 5. Flushing | | | 2 | 1 | | | | | | 1 | | | | | 3 |
| 6. Glendale, Forest Hills | | | 2 | | 1 | | 1 | | | | | | | | 3 |
| STATEN ISLAND | 4 | | | 1 | 1 | 2 | 1 | | | 3 | | | | 1 | 8 |
| 1. Northeast Shore | 2 | | | | 1 | 2 | 1 | | | 2 | | | | | 3 |
| 2. South Beach | 1 | | | | 0 | | | | | | | | | | 1 |
| 3. South Shore | - | | | | | | | | | | | | | | - |
| 4. North Shore | 1 | | | 1 | 0 | | | | | 1 | | | | 1 | 4 |
| TOTAL | 16 | 3 | 24 | 89 | 47 | 61 | 35 | 8 | 13 | 12 | 3 | 2 | 10 | 6 | 265* |

* In addition 20 out of 32 community school districts offer adult education programs.

** Since some sites have multiple programs the total number of sites is less than the sum of sites of the individual programs.

are in Manhattan. Particular concentrations of sites occur in the Lower East Side (28); Chelsea/East Midtown (22), LIC, Jackson Heights (19); Beford-Stuyvesant and the South Bronx (16 each); Central Queens and Central Harlem (15 each); and Flatbush/Crown Heights (14).

The average number of students served at each site varies greatly from program-to-program. Some examples:

| Program | # Sites | Enrollment | Average Per Site |
|---|---|---|---|
| Evening Academic High School | 3 | 10,500 | 3,500 |
| Continuing Education | 24 | 45,800 | 1,908 |
| Welfare Education Plan | 47 | 4,100 | 87 |
| Adult Education Skills, Title VI | 89 | 5,000 | 56 |

There is also great variation in the cost per student for different programs. Below are examples of this variation for programs offering high school equivalency training.

| Program | Budget | Enrollment | Cost Per Student |
|---|---|---|---|
| High School Consortium | 868,000 | 6,400 | $135 |
| H. S. Equivalency - WREP | 170,000 | 300 | $566 |
| N.Y.S. Civil Service GED Program | 72,000 | 65 | $1107 |
| N.Y.S. Mental Hygiene GED Program | 300,000 | 750 | $400 |
| Model Cities | 35,000 | 400 | 88 |

Registration and enrollment figures may not give accurate reflections of the number of students served, since atterdance is not kept on a systematic basis. Especially in courses for which there is no fee, many original registrants do not continue to attend the courses.

## 3. PROBLEMS OF THE PRESENT ADULT EDUCATION STRUCTURE

The major problem with the adult education services in New York City is that the programs are not coordinated into a coherent service system. This has lead to six specific problems (1) jurisdictional overlapping, (2) overlapping of programs (3) proliferation of adult education sites, (4) unnecessary duplication of supervisory staff, (5) insufficient local contributions to meet maintenance of effort requirements and (6) excessive custodial cost.

### 1. Jurisdictional Overlapping

There are four basic types of adult education programs: high school equivalency; adult basic education, including English as a second language; occupational training; and recreational. The Divisions of High Schools, the Division of Educational Planning and Support and the Community School Districts offer similar and overlapping courses. Programs offered by the Districts are not coordinated with each other or with those offered by the Central Board Divisions. No one unit can be said to be in charge of, or overseeing adult education. The only formal cooperative effort between the offices of the Division of High Schools and the Division of Educational Planning and Support is the High School Consortium program. Even in this program there is less coordination than should be expected. For example, Resolution #21, passed by the Board on June 23, 1976, for the acceptance of a grant from New York State Department of Education for a program entitled "Temporary Apportionment for High School Equivalency preparation for Out-of-School Youth and Adults," fails to mention the Continuing Education program's participation, even though it has been a

member of the consortium from its inception and offers consortium programs at its centers. To date there have been high level policy discussions between the Executive Directors of Educational Planning and Support and High Schools about the possibility of combining and coordinating their programs. However, the problem remains unresolved, and even these high level discussions have apparently not considered the matter of similar programs offered by the Community School Districts.

2. Overlapping of Programs

As a result of the fact that there is not one unit in charge of adult education programs, a considerable amount of programmatic overlapping has developed over the years. There has been little coordination of efforts and as a result the number of programs and educational centers has multiplied. For example, high school equivalency courses are presently offered by:

Auxiliary Services for High Schools
Continuing Education
Welfare Education Plan
Title VI
CETA - Work rehabilitation Program (WREP)
Manpower Development Training Program

A similar situation exists with the adult basic education/English as a second language programs.

3. Proliferation of Adult Education Sites

The establishment of overlapping programs has led to a proliferation of adult education sites throughout the city. There are approximately 265 sites offering adult education programs in addition to community District schools. Each center, in in addition to custodial fees, has to carry supervisory, teaching and administrative as well as supportive costs. From the data gathered on centers an example of inefficiency and waste can be cited.

Example I - Duplication of Sites that Offer the Same Program

English as a second language courses were offered at the following locations on the Lower East Side of Manhattan from 7:00 p.m. to 10:00 p.m. on Wednesday nights. (See Exhibit III).

| Program | Instruction | Location of Site | Reg. | Custodial Cost Per Year |
|---|---|---|---|---|
| Title VI | Eng. as Second Lang. | 44 Second Avenue | 15 | 368 |
| Title VI | " " " " | 149 Essex Street | 15 | 1,380 |
| Title VI | " " " " | 70 Mulberry Street | 30 | 5,000 |
| Title VI | " " " " | 268 Mulberry Street | 15 | 184 |
| WEP | " " " " | 166 Essex Street | 135 | — |

In addition to savings on overhead and custodial costs, the consolidation of these programs into a single site would provide an opportunity to offer courses at different levels of difficulty thus offering students the flexibility to proceed at their own pace.

EXHIBIT III

Lower East Side

Adult Education Sites

ENGLISH AS A SECOND LANGUAGE

WEDNESDAY EVENINGS

4. Unnecessary Duplication of Supervisory Staff

At present many adult programs maintain their own field supervisors. Visits are determined on the basis of individual programs. Several programs may be housed in the same facility and as many as three supervisors may visit the same site, each only seeing a handful of classes, all supervisors generally performing the same function.

Following is an example of the duplication of supervisors at same site:

| EAST HARLEM LEARNING CENTER | | |
|---|---|---|
| PROGRAM | NO. OF CLASSES | SUPERVISORS |
| HSE Consortium | 2 | Visiting Supervisor |
| Adult Basic Education | 17 | On Site Supervisor |
| CETA Program | 6 | On Site Supervisor |
| Neighborhood Youth Corps | 3 | On Site Supervisor |
| WEP | 5 | Visiting Supervisor |

For each program operating at each of these sites, there is a supervisor or teacher-in-charge. Except that the programs are run by different Central offices there is no reason why supervision of the entire center could not be handled by a single teacher-in-charge.

As a first step there have been efforts in the Office of Career Education to combine the centers offering Welfare Education Plan (WEP) and Title VI funded Programs. This, however, should be only a beginning and a complete review should be initiated.

5. Maintenance of Effort

In order to be eligible for State and Federal funds the City must contribute continuously its share of financial support of adult education. This can come from the tax levy monies or monies collected from student fees. Because of the current budget crisis, the City has been contributing less tax levy money than in previous years. For example, tax levy support of Continuing Education programs has gone from four million in 1974 to zero in 1976. Other examples are the Evening Trade School program which has been cut from $750,000 in 1975, to zero in 1976: and the Evening Academic High School Program which was cut from $3,000,000 in 1975 to $325,000 in 1976. Just these cuts total 8½ million dollars.

As a result of the cuts maintenance of effort requirements may not be met in many programs and State and Federal funding may also be lost. Because funds are presently accounted for on a program by program basis, tax levy and student fee funds collected for adult education programs (for example Continuing Education Programs, Evening Academic High Schools) cannot be counted in maintenance of effort calculations.

6. Excessive Custodial Costs

For centers serving relatively few students, the custodial costs of Board of Education facilities are unnecessarily high. Some examples are given below:

| SCHOOL | ADDRESS | PROGRAM | REG. | HOURS | CUST. COST |
|---|---|---|---|---|---|
| P.S. 116 | 515 Knickerbocker | VI-Eng.2nd.Lang. | 30 | T-Th 7-10 | $4,300 |
| J.H.S. 61 | 400 Empire Blvd. | " " " " | 45 | T-Th 7-10 | $4.124 |
| P.S. 100 | 18 Beaver Street | " " " " | 20 | T-W 7-10 | $4,134 |
| P.S. 48 | 1290 Spotford Ave. | " " " " | 60 | M-Th 7-10 | $9,128 |
| P.S. 120 | 560 W. 169th St. | " " " " | 45 | M-W 6:30-9:30 | $5,475 |
| J.H.S. | 509 W. 129th St. | " " " " | 30 | M-T-W 4-9 | $4,510 |
| P.S. 23 | 70 Mulberry St. | " " " " | 30 | M-W 7-10 | $9,000 |

The following are private leased sites that are located in the neighborhoods of the Public Schools listed above:

Private Leased Sites

| AREA | ADDRESS | PROGRAM | REG. | HOURS | CUST. COST |
|---|---|---|---|---|---|
| Bushwick | 185 Suydam Street | VI | 30 | T,Th, 7-10 | $552 |
| Crown Heights | Classon, Sterling | VI | 30 | T,Th, 7-10 | $552 |
| Coney Island | 3300 Coney Island | VI | 30 | T,Th, 7-10 | $ 0 |
| South Bronx | 683 Tinton Ave. | VI | 45 | M,T, 7-10 | $920 |
| Washington Hts. | 715 W. 179th Street | VI | 60 | M,Th, 7-10 | $552 |
| Harlem | 501 W. 125th Street | VI | 15 | M,W 6-8 | $276 |
| Lower Manhattan | 149 Essex | VI | 55 | T,Th 7-10 | $1380 |

Thus, for 3 hours of instruction 2 days per week, the custodial costs at Board of Education facilities total approximately $40,000 while the total cost of private leased space in the same neighborhood for the same program was $4,000.

Unless centers and programs are combined so that there is substantial enrollment, such high cost Board of Education facilities should not be used.

Custodial fees for Adult Training Centers run between $75,000 and $91,000 per year for centers serving only 200-300 students.

| LOCATION | HOURS | CUST. COST | REGISTRATION |
|---|---|---|---|
| Brooklyn Adult Training Center | 9:00-4:00 M-F | $75,000 | 200 |
| Mid Manhattan Training Center | 9:00-4:00 M-F | $91,000 | 274 |
| N.Y.C. Adult Training Center | 9:00-4:00 M-F | $76,711 | 294 |

This represents an average custodial costs of from $260 to $375 per student, compared to about $45 per student of regular elementary school pupils. These high custodial costs are said to result from requirements for specific specialized equipment necessary for the programs. Entire old school buildings operated by a single program could also house other adult education programs operating during the day and evening, thus decreasing the cost per pupil.

In order to decrease custodial costs it will be necessary to combine sites, to reduce excessive outlays for low register class locations, and to maximize the use of expensive sites which are necessary because of particular program requirements.

A careful study should be made to determine the extent to which such high custodial costs are warranted.

## II. RESTRUCTURING ADULT EDUCATION

All of the problems previously discussed indicate that the present structure of the adult education programs has serious shortcomings and that consideration should be given to revising the structure and relationships among the programs.

### 1. OBJECTIVES

The objectives that should be attained in any acceptable solution are to:

- Minimize costs for space, supervision, administration and teachers
- Provide a minimum level of supportive services to to all programs
- Maximize coordination of programs
- Maximize funds applicable to maintenance of effort
- Make programs self-sustaining to the greatest extent possible
- Eliminate duplicate programs
- Provide quality and diversity in programs available to all students.

### 2. STEPS IN RESTRUCTURING

Exhibit IV summarizes the steps which can be taken to meet the above objectives.

#### (1) Consolidation of Sites

As a first step nearby sites at which the same program is offered should be consolidated. This should effect some savings in custodial, supervisory

EXHIBIT IV

| Objective \ Solution | Present Structure | Consolidation of nearby sites offering same program | Consolidation of all nearby sites | Coordination of all adult program budgets | Coordination of all adult administrations |
|---|---|---|---|---|---|
| Minimize custodial Costs | | partially satisfied | X | X | X |
| Minimize Supervisory Costs | | partially satisfied | X | X | X |
| Minimize Administrative Costs | | | | | X |
| Minimize Teaching Costs | | partially satisfied | X | X | X |
| Provide Minimum level of Supportive Services | | | X | X | X |
| Maximize coordination of programs | | | | | X |
| Maximize funds for maintenance of effort | | | | X | X |
| Program self sustaining to greatest extent possible | | | | X | X |
| Eliminate duplication of programs | | | X | X | X |
| Provide quality and diversity in programs | | | X | X | X |

and teaching costs as excess sites are eliminated. Ultimately, all adult education sites in an area should be consolidated to the greatest extent possible.

The comprehensive learning centers created would provide students with the widest variety of course choices. A greater student population would justify support services such as counselors and equipment which could not be provided at centers which serve only a few. Classes with poor registration or attendance could be consolidated. Duplicative courses offered by different programs could be combined with each program paying course costs on a per student basis. Supervisors would no longer be necessary for each program.

(2) Coordination of budgets

The development of a single combined adult education budget would fulfill two objectives. Similar courses offered by different programs because of differences in funding sources or eligibility requirements could be combined. Funding sources would simply be charged according to the program under which the each student is eligible for the course, and students not eligible for a funded program could pay a tuition fee.

Consolidation of budgets would also allow all tax levy funds and students fees for adult education programs to be applied to maintenance of effort requirements. Maintenance of effort is now calculated on a program by program basis. As a result student fees collected by the Continuing Education program which are maintained in accounts by the individual centers cannot be applied to maintenance of effort requirements.

(3) Consolidation of Administration

The consolidation of the administrative functions for all adult education programs would allow better coordination of programs; better budgetary and management control; and the elimination of duplicated administrative costs.

With two Divisions and 20 school districts running adult education programs, coordination among the programs is difficult. A formal consolidation of the administration of the programs will provide a structure for creating a comprehensive, coordinated adult education system. If one administrative office is given the responsibility for all programs, budgetary and management controls will be easier to implement, as all information can be gathered and processed by a single unit and controls can be maintained on numbers of classes organized, attendance, site locations, and custodial costs.

3. The Lower East Side: An Example

The Lower East Side provides a practical example of how the consolidation of programs and sites might work. While this area presents an extreme case of over abundance of centers, it is not an isolated situation. Similar conditions exist in several areas as noted in Chapter I. Exhibit VI lists the sites and programs operating on the Lower East Side in the Spring of 1976. Exhibit V locates them on a map. There are a total of 22 adult education centers, located within an area of about 1¼ by 1¼ miles, operated by the following programs:

| PROGRAM | NO. OF CENTERS | COURSE OF STUDY |
|---|---|---|
| Welfare Education Plan (WEP) | 7 | Adult Basic Educaiton - Eng. |
| Adult Education Skills (Title VI) | 9 | " " " " |
| High School Consortium | 5 | High School Equivalency |
| Auxiliary Services for H. S. | 1 | " " " |
| Adult Consumer Education | 1 | Consumer Training |
| Pre-Employment | 1 | Occupational Training |
| Evening Trade School | 1 | " " " |
| Business Occup. for Adults | 1 | " " " |
| N.Y.S. Mental Hygiene | 1 | Adult Basic Education |
| Manpower Development Training | 1 | Occupational Training |

## EXHIBIT V

Lower East Side
Adult Education Sites

EXHIBIT VI

LOWER EAST SIDE - SITE DATA

| Identifying Number | Location | Program | Course of Study | Hours of Operation | Registration | Custodial Fee |
|---|---|---|---|---|---|---|
| 1 | 198 Forsyth Street (P.S. 91) | High School Consortium | High School Equivalency | M-F 8:30-11:00 A.M. | 110 | -- |
| | | Auxiliary Services for High School | Bilingual Spanish and Chinese<br>English Second Language<br>Adult Basic Education<br>Occupational Training | M-F 8:00-4:00 P.M. | 662 | |
| 2 | 135 Pitt Street | Welfare Education Plan | English as a Second Language | M-F 9:00-12:00 A.M. | 30 | $1647 |
| 3 | 80 Pitt Street | Welfare Education Plan | English as a Second Language | M-F 9:00-3:15 P.M. | 90 | $4833 |
| | | Business Occupation for Adults | Occupational Training | T,Th, 7:00-9:00 P.M. | 60 | -- |
| 4 | 197 E. Broadway | Welfare Education Plan | Adult Basic Education<br>English as a Second Language | M-F 9:00-12:00 A.M. | 72 | $3294 |
| 5 | 134 E. 2nd Street | Welfare Education Plan | English as a Second Language | M-F 9:00-12:00 A.M. | 15 | 824 |
| 6 | 153 E. Houston | Welfare Education Plan | English as a Second Language | M-F 9:00-12:00 A.M. | 36 | $1647 |
| 7 | 287 E. 10th Street | Welfare Education Plan | English as a Second Language | M-F 9:00-12:00 A.M. | 15 | 847 |
| | | High School Consortium | High School Equivalency | T,W,Th. 6:00-9:00 P.M. | 135 | -- |

| | | | | | | |
|---|---|---|---|---|---|---|
| 8 | 166 Essex (P.S.20) | Welfare Education Plan | Adult Basic Education English as a Second Language | M-F 6:00-9:00 P.M. | 135 | |
| 9 | 62 Mott Street | Adult Education - Title VI | Chinatown-English Language | M-F 9:00-9:00 P.M. | 742 | $7452 |
| 10 | 149 Essex Street | Adult Education - Title VI | English as a Second Language | M-W 7:00-10:00 P.M. | 15 | $1380 |
| | | High School Consortium | High School Equivalency | T,Th 7:00-10:00 P.M. | 40 | -- |
| 11 | 189 Allan Street | Adult Education - Title VI | English as a Second Language | T,Th 7:00-10:00 P.M. | 15 | $1104 |
| 12 | 70 Mulberry Street (P.S. 23) | Adult Education - Title VI | English as a Second Language | M.W. 7:00-10:00 P.M. | 90 | $9000 |
| 13 | 44 Second Avenue | Adult Education - Title VI | English as a Second | M,W 6:30-9:30 P.M. | 15 | 368 |
| 14 | 268 Mulberry Street | Adult Education - Title VI | English as a Second Language | T,W 7:00-10:00 P.M. | 15 | 184 |
| 15 | 46 Henry Street | Adult Education - Title VI | English as a Second Language | M-F 9:00-5:00 P.M. | 116 | -- |
| 16 | 61 Henry Street | Adult Education - Title VI | English as a Second Language | M,W,Th, 1:30-3:30 | 27 | -- |
| 17 | 271 E. 4th Street | Adult Education - Title VI | Adult Basic Education | M-F 9:00-12:00 | 15 | |
| | | High School Consortium | High School Equivalency | T,W,Th. 6:00-9:00 P.M. | 135 | -- |
| 18 | 27-29 Division Street | High School Consortium | High School Equivalency | T,W,Th, 6:00-9:00 P.M. | 29 | -- |
| 19 | 169 Canal | Adult Consumer Education | Home Economics, Consumer Education | M-F 9:00-3:00 P.M. | 938 | $3019 |
| 20 | 78 Catherine Street | Pre-Employment Program | Occupational Training | M-Th 6:00-8:30 P.M. | 100 | $3055 |
| | | Evening Trade School | Occupational Training | M-Th 6:00-8:30 P.M. | 260 | Privately Funded |
| | | VEA-Mentally Retarded Adults | | M-Th 6:00-8:00 P.M. | 100 | " |
| | | Air Pollution | | M,W 6:00-8:30 P.M. | 40 | " |
| 21 | 45 Rivington Street | Manpower Development Training | Occupational Training | M-F 9:00-4:00 P.M. | 294 | $76,711 |
| 22 | 621 Water Street | N.Y.S. Mental Hygiene | Adult Basic Education | M-W 6:00-8:00 P.M. | 15 | |

The centers cluster in two areas, around Houston Street and around Canal Street. Exhibit VII locates centers operating in the evening. Exhibit VIII locates centers operating daytime programs.

(1) Houston Street Area

There are seven evening sites consisting of four Title VI- English as a second language courses, a WEP English as a second language, Adult Basic Education course, a High School Consortium high school equivalency class and a Business Occupation for Adults occupational training program.

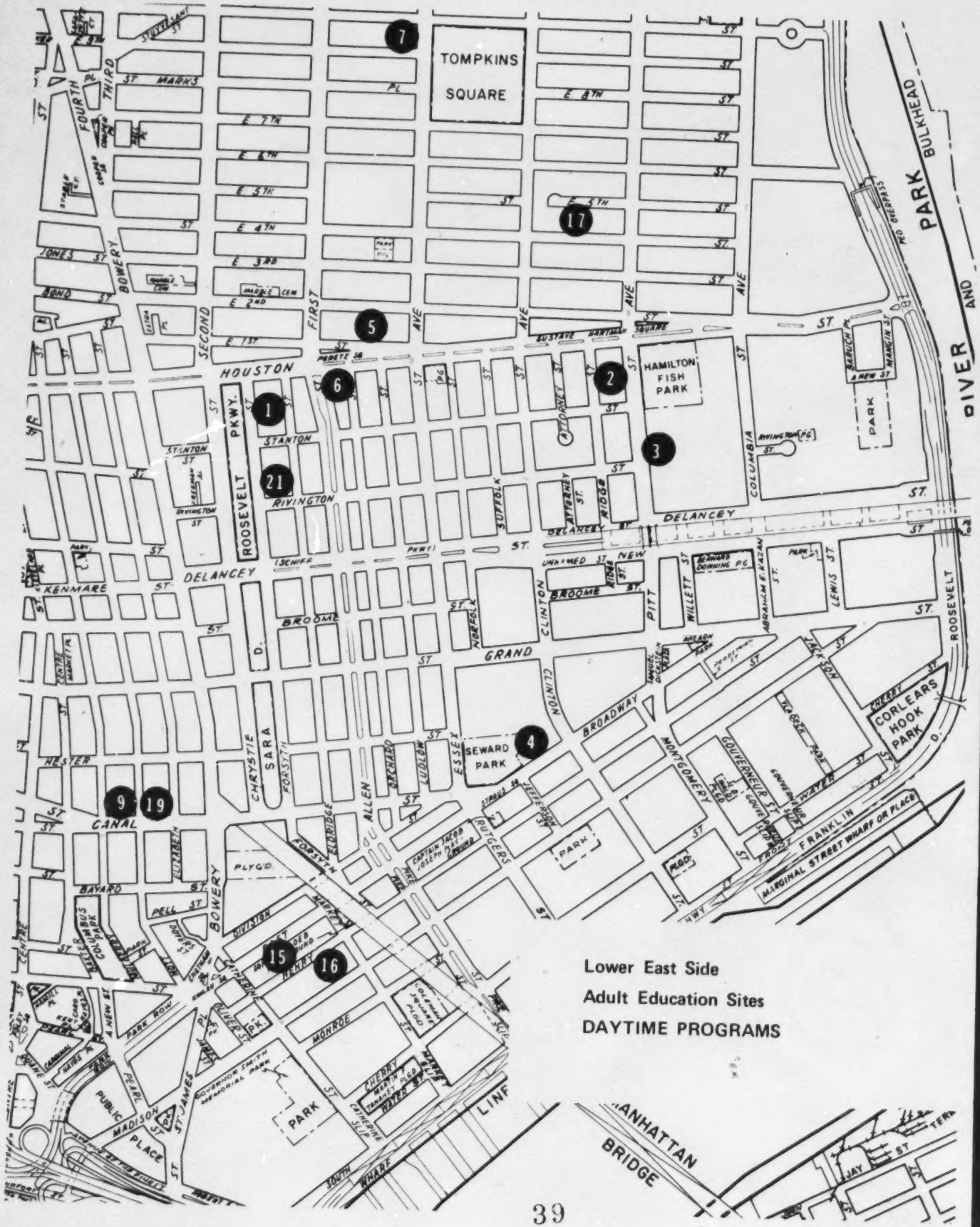
The following table summarizes site data for these evening sites:

| PROGRAM | COURSE | ADDRESS | REGISTRATION | CUST. FEE |
|---|---|---|---|---|
| Title VI | ESL | 268 Mulberry | 15 | 184 per yr. |
| Title VI | ESL | 44 Second Avenue | 15 | 368 " " |
| Title VI | ESL | 189 Allen Street | 15 | 1,104 " " |
| Title VI | ESL | 149 Essex Street | 15 | 1,380 " " |
| H.S. Consortium | HSC | 149 Essex Street | 40 | -- |
| WEP | ESL,ABE | 166 Essex Street | 135 | Not Available |
| Bus. Occup | O.T. | 80 Pitt Street | 60 | $1,000 Est. |

## EXHIBIT VII

Lower East Side
Adult Education Sites
EVENING PROGRAMS

## EXHIBIT VIII




Lower East Side
Adult Education Sites
DAYTIME PROGRAMS

Site #8 at 166 Essex Street, P.S. 20, is centrally located and could easily accomodate the 160 students from the five other programs. P.S. 20 is presently operating programs Monday through Friday from 6:00 p.m. to 9:00 p.m. At 85¢ per room per night the additional cost for the added programs would total only $300 for the school year. This compares with a total cost of approximately $4,000 for custodial fees for the six other centers. The saving in custodial costs for this limited area would be $3,700.

There are a total of ten centers operating during the day in this area within walking distance of one another. The following table summarizes the site data:

| PROGRAM | COURSE | ADDRESS | REG. | CUST. FEE | HRS./OP. |
|---|---|---|---|---|---|
| H.S. Consortium | HSC | 198 Forsyth | 110 | ? | M-F 8:30-11:00 am |
| Aux. Services H.S. | ESL,HSE | 198 Forsyth | 662 | -- | M-F 9:00- 4:00 pm |
| MDT/DOE | O.T. | 45 Rivington | 294 | $76,711/yr. | M-F 9:00- 1:00 pm |
| WEP | ABE | 153 E. Houston | 36 | $ 1,647/yr. | M-F 9:00-12:00 am |
| WEP | ESL | 80 Pitt STreet | 90 | $ 3,833 Est | M-F 9:00- 3:15 pm |
| Title VI | ABE | 271 E 4th Street | 15 | -- | T-Th 9:00-12:00 am |
| H.S.C. | HSE | 271 E 4th Street | 135 | -- | T-Th 9:00- 4:00 pm |
| WEP | ESL | 287 E 10th Street | 15 | $ 847/yr. | M-F 9:00-12:00 am |
| WEP | ESL | 134 E.2nd Street | 15 | $ 824/yr | M-F 9:00-12:00 am |
| WEP | ESL | 135 Pitt Street | 30 | $ 1647/yr | M-F 9:00-12:00 am |

Either of the two largest sites could be the comprehensive learning center which could accomodate all the programs offered at the other sites. Site #1 at 198 Forsyth is old P.S. 91 while site #21 at 45 Rivington Street is a large NYC Adult Training Center. By consolidating the sites at the Rivington Center $7,500 in custodial fees can be saved. If the Adult Training Center could be moved to 198 Forsyth Street, even greater savings are possible because the custodial fee of $76,711 per year at the Rivington Street site is very high (the cost is almost $260 per student).

(2) Canal Street Area

The following table summarizes the data on the evening program in the Canal Street area.

| PROGRAM | COURSE | ADDRESS | REG. | CUST. FEE | HRS./OP. |
|---|---|---|---|---|---|
| Title VI | ESL | 70 Mulberry St. | 30 | $9,000 | M,W 7:00-10:00 pm |
| H.S. Consortium | HSE | 29 Division St. | 29 | -- | T,Th 6:00- 9:00 pm |
| Pre-Employment | O.T. | 78 Catherine St. | 100 | $3,055 | M,Th 6:00- 8:00 pm |
| Eve. Trade School | O.T. | 78 Catherine St. | 870 | $5,725 | M,W,Th 6:00- 8:00 pm |

For the evening adult programs either Site #12, P.S. 23 at 70 Mulberry, or Site #20, at P.S. 14 at or 78 Catherine Street, could be used. The resulting savings in custodial fees, if the 78 Catherine Street site is use, would be $8,500.

The chart below summarizes the data on the day Canal Street area program:

| PROGRAM | COURSE | ADDRESS | REG. | CUST. FEE | HRS./OP. |
|---|---|---|---|---|---|
| Adult Cons. Ed. | Consumer Ed. | 169 Canal St. | 938 | $3,019 | M,Th 9:00- 3:00 am |
| China Eng. Lang. | ESL | 62 Mott St. | 742 | $7,452 | M,F 9:00= 9:00 pm |
| China Eng. Lang. | ESL | 46 Henry St. | 116 | -- | M,F 12:00- 5:00 pm |
| China Eng. Lang. | ESL | 61 Henry St. | 27 | -- | M,W,Th 1:30- 3:30 pm |
| WEP | ABE,ESL | 197 E. B'way | 72 | $3,294 | M,F 9:00-12:00 pm |

Site #9 at 62 Mott Street which is conveniently located in the heart of Chinatown would accomodate all the day programs in the Canal Street area. A savings of $5,000 would result.

Another possibility of potential sites for adult education centers are the schools that are scheduled to be closed or that are underutilized. For example in the Lower East Side, in District 1, four schools have been scheduled to be closed - P.S. 4, P.S. 110, P.S. 122 and P.S. 160. These sites should be considered for use as comprehensive adult learning centers.

(3) Summary

In lower Manhattan a total of 23 sites could be consolidated into 4 sites with a potential savings of $25,000 in custodial costs for this limited area. There would be other savings as, well. One supervisor for every program would not be necessary if sites were combined and supervisors could oversee more than one program in a site. The approximate present supervisory costs are shown below:

| PROGRAM | PRESENT COST OF SUPERVISION | CENTERS |
|---|---|---|
| Welfare Ed. Plan (WEP) | $ 28,000 | 7 |
| Title VI | 28,000 | 9 |
| High School Consortium | 6,000 | 5 |
| Auxiliary Services | 2,000 | 1 |
| Adult Consumer Education | 7,000 | 1 |
| Pre-Employment | 2,000 | 1 |
| Evening Trade School | 2,000 | 1 |
| Business Occup for Adults | 4,000 | 1 |
| Manpower Development Training | 4,000 | 1 |
| | $ 83,000 | |

Estimated costs if sites are consolidated would be:

| CENTERS | SUPERVISORS | ESTIMATED COSTS |
|---|---|---|
| 2 Day Centers, 5 days a week | 2 Teachers-in-charge | $40,000 |
| 2 Eve.Centers, 5 days a week | 2 Teachers-in-Charge | $10,000 |
| | TOTAL | $50,000 |

An estimated savings of about $33,000 might be realized.

There would also be benefits in terms of lower administrative and supportive service costs: and there could be more variety in course offerings and level of difficulty because of the grouping of programs.

## III. CONTINUING EDUCATION PROGRAM

The Office of Continuing Education staff currently consists of 3 active members, headed by an acting Assistant Director, who administer adult education programs at 16 centers and 8 sattelites. A Board of Education resolution passed April 28, 1976 requires centers to operate on a self-sustaining basis. All centers' overhead expenses are to be paid for from fees generated; the centers are financially accountable to the Board of Education; and center leadership must be on Board of Education payrolls and have Board of Education titles. Up to July 1, 1976, the Central Board assumed responsibility for custodial fees.

The centers operated by the Continuing Education Program serve about half of all students reached by Central Board operated adult education programs. Following the withdrawal of tax-levy suppport from this program in the spring of 1976, the centers managed to continue their programs by raising tuition fees, terminating the services of principals and substituting teachers-in-charge, or using reserve bank balances that had previously accumulated. About half of the centers will not be able to operate programs if no support is available to pay custodial fees.

It is recommended, therefore, that the following steps be taken in order to provide a transition period over which time these centers could attain a totally self-sustaining existence.

- Limited custodial subsidy by Board of Education

  A custodial subsidy would be allocated for all Continuing Education Centers based upon a formula which would

provide greater aid for the centers in the disadvantaged areas. The factors to be included in the formula would be (a) the ability to the constituents to pay (b) lack of educational background (c) number of senior citizens. The proposed formula for allocating the subsidy to particular centers is given in Appendix B with an example of a $100,000 total subsidy for all Continuing Education centers.

- Relocation of other adult programs into Continuing Education Centers

The custodial fees for the Continuing Education program can be reduced if other programs share the Continuing Education sites. Continuing Education programs are generally given in high schools which are larger and more comfortable than the elementary schools; yet the custodial fees are the same. Most of these sites would have space available to be used by neighboring programs. By consolidating many neighboring sites into one large comprehensive learning center an educational complex can be developed where the individual programs and students would benefit.

- Relocation of certain Continuing Education centers

Some centers that are in the heart of a low income neighborhood which are unable to fully support a center, might be relocated to the border of that particular area, so as

to be able to draw students from more than one neighborhood. This might generate more revenue in terms of fees and still serve the low income community.

In addition to the basic problem of paying for custodial costs there are a number of other issues that must be resolved in the very near future.

- Jurisdiction question

  Many of the district-run adult education centers began as elements of the Continuing Education program but were later taken over by the districts. Several districts have shown interest in taking over the more successful centrally operated programs. This is the de facto situation with the Sheepshead Bay Center. A policy decision by the Board is required to clarify the situation.

- Expiration of resolution Continuing Education

  A new resolution is required to permit the Continuing Education centers to operate in the fall, 1976.

- Lack of coordination with other programs

  The Office of Continuing Education offers fundamental adult education courses and English-as-a-second-language courses, on a fee basis, that are offered by other programs under Federally funded programs. Coordination of programs would eliminate this duplication.

- High of custodial costs

  The custodial costs for 1975-76 were approximately $400,000. These fees appear to be rather high and a review of how these custodial costs are established together with possible ways of reducing custodial fees should also be made.

## CONCLUSION

The Adult Education programs have a special importance to those who participate in them. They serve a population with a strong desire to learn, often with very particular needs, but limited resources. Students attend these courses because they want to learn a trade, or new occupation, complete an unfinished education, learn the language of their new home, or broaden their skills and horizons. In addition, the programs can provide an important focus for neighborhood social activity, and can provide a sense of activity and safety in an area which people may be otherwise reluctant to go out at night. Considering the numbers served and the benefits derived, these are relatively inexpensive programs. To the greatest extent possible they should be continued, even extended to areas in which such services are not now offered. But in order to continue to provide educational opportunities for adults in the face of continuous budget cuts, the efficiency of the programs must be increased to the highest possible level.

Most of the faults in the management of the programs can be traced to the fact that their administration is woefully fragmented. Various programs in responding to the needs of the population and communities they serve, developed similar and overlapping courses, in numerous sites, often within walking distance of one another.

These overlappings and duplications have been noted many times before, and attempts, within the existing program structures have been made to reduce them. However, because no one unit has had jurisdiction over all programs conflicts have not been resolved and inefficiencies continue.

It is therefore strongly recommended that all adult education programs including those currently run by the community school Districts be put under the jurisdiction of a single Adult Education Office, headed by an "administrator of adult education programs" reporting to an executive director. Within this framework, the following steps should be taken:

- To the greatest extent possible, considering community needs and space requirements for particular programs, courses located at scattered sites should be consolidated into neighborhood comprehensive adult education centers. This would:
  - substantially reduce custodial costs for sites
  - reduce teaching costs, by combining classes which had been taught in separate sites
  - eliminate excess supervisory costs
  - provide a greater variety of courses and levels of difficulty for students to choose from.
- Programs should be organized according to type of activity rather than by funding source:
  - adult basic education/English as a second language
  - high school equivalency
  - occupational education
  - recreational education
- Students should be assigned to courses according to educational need, rather than funding source. Students meeting funding requirements will attend free of charge, others can pay tuition.
- In all certificate and degree granting programs, Board of Education standards for course work, level of achievement required, and supervision should be strictly upheld, and applied uniformly

- A central business management unit should be created to oversee all adult education budgeting, resource allocation and accounting functions.

- Budgets and accounting for all adult education programs should be consolidated and all fees collected should be deposited centrally so that

  . all tax levy and student fee moneys can be applied to maintenance of effort requirements

  . strict, uniform controls can be maintained on all expenditures.

- A study should be conducted of

  . ways of minimizing per pupil custodial cost for public school space

  . comparative cost of leased space and public school space

  . possible use of underutilized schools or presently leased Board of Education sites as comprehensive Adult Centers

  . the availability of free sites, such as have been offered by some community colleges.

- The directory of adult education courses should be updated and a central adult education referral service set up.

- An Advisory Committee should be created including representatives of the following city agencies and organizations

  . Human Resources Administration
  . Model Cities Administration
  . Youth Services Administration
  . Police Athletic League
  . City Planning Commission
  . Community Development Agency
  . Council against Poverty
  . Local Community School Board Members - one from each borough

This proposed total restructuring of all adult education programs will take considerable time and planning to accomplish. Many problems will have to be resolved, among which are:

- The proper organizational location within the Board of Education for a consolidated adult education program.
- Community opposition. Some community groups have already voiced their opposition to the proposed closing of sites in their neighborhoods, and to combining WEP courses (which serve welfare recipients) with other programs. Community groups will have to be convinced of the advantages and necessity of a consolidated program.
- Location of the most suitable sites. A detailed space availability survey, and analysis of space costs must be done in each area, in conjunction with the analysis necessary to effect program and supervisory consolidation.

The Adult Education Office should be created as quickly as possible to begin planning for implementation of the consolidation of the programs. It is recommended that the programs continue to operate as before during the fall semester while consolidation plans are finalized, and that a new organization be implemented for the spring term. However, immediate attention must be given to the Continuing Education program. Most centers will not be able to operate if they are required to pay custodial fees, in addition to all other operating expenses, from student fees collected. Since it will probably not be possible to immediately bring a great enough number of other programs into the facilities used by Continuing Education programs to significantly ease the custodial cost burden, it is recommended that a proposed custodial fee subsidy be implemented at least for the fall term, to allow the continuation of this program while the details of the consolidation plans are finalized.

APPENDIX A

DISTRICT SUPERVISORS OF CONTINUING EDUCATION

DISTRICT SUPERVISORS OF CONTINUING EDUCATION

| School District and Neighborhood | Supervisors | District Office Telephone (After 3 P.M.) |
|---|---|---|
| | MANHATTAN | |
| School District 1<br>East Village<br>Lower East Side | No Program | |
| School District 2<br>Lower and Mid West Side<br>East Midtown<br>Yorkville | Albert Cohen | P.S. 40<br>319 E. 19 St., N.Y.<br>475-2870 10003 |
| School District 3<br>West Midtown<br>Lincoln Center<br>Upper Park West | Robert Malatzky | P.S. 199<br>270 W. 70th St., N.Y.<br>787-2803 10023 |
| School District 4<br>East Harlem | Mr. Walker | P.S. 49<br>2351 First Avenue, N.Y.<br>TR8-3750 10035 |
| School District 5<br>Central Harlem | No Program | |
| School District 6<br>Hamilton Grange<br>Washington Heights<br>Inwood | No Program | |
| | BRONX | |
| School District 7<br>South Bronx | James Wilson<br>Acting | 501 Courtlandt Ave.<br>Room 302, Bronx 10451<br>665-7195 |
| School District 8<br>Clason Point, Morrisania,<br>Soundview, Throgs Neck,<br>Unionport | No Program | |
| School District 9<br>Hillbridge, Morrisania,<br>Tremont | Steven Ortiz<br>Acting | Sedgewick Center<br>1553 University Ave.<br>Bronx, 10453<br>299-2935 |
| School District 10<br>Bedford Park, Burnside,<br>E. Tremont, Fordham,<br>Kingsbridge, Marble Hill,<br>Mosholu Pkwy | Edward L. McLean<br>Acting | P.S. 95<br>3951 Holman Ave.<br>Bronx 10463<br>220-8417 |

BRONX

| School District and Neighborhood | Supervisor | District Office Telephone (After 3 P.M.) |
|---|---|---|
| School District 11<br>Baychester, City Island,<br>Co-op City, Parkchester,<br>Pelham Parkway, Wakefield,<br>Williamsbridge, Woodlawn | No Program | |
| School District 12<br>Tremont, Morrisania,<br>Parkchester, Morris Pk.,<br>West Farms, Hunts Point | Dr. Edward J. Fitzpatrick | P.S. 92<br>700 E. 179 St.<br>Bronx, 10457<br>678-5187 |

BROOKLYN

| | | |
|---|---|---|
| School District 13<br>Bedford Stuyvesant,<br>Brooklyn Heights,<br>Crown Heights,<br>Forte Greene, Navy Yard<br>Park Slope | No Program | |
| School District 14<br>Bedford Stuyvesant,<br>Bushwick, Greenpoint,<br>Williamsburg | Robert Rehm<br>Acting | J.H.S. 126 (Rm. 135)<br>424 Leonard Street<br>Brooklyn, N.Y. 11222<br>782-4349 |
| School District 15<br>Bay Ridge, Boerum Hill,<br>Boro Hall, Boro Park,<br>Bush Terminal,<br>Carroll Gardens,<br>Cobble Hill,<br>Flatbush Kensington<br>Gowanus, Park Slope<br>Windsor Terrace, Red Hook,<br>South Brooklyn,<br>Sunset Park | Until February<br>George Greenfield<br><br>After February<br>Michael Abernethy | P.S. 154<br>350 Smith St.<br>Brooklyn, N.Y. 11231<br>858-1587 |
| School District 16<br>Bedford Stuyvesant,<br>Bushwick | Marie Collins | P.S. 81 (Rm. 122)<br>990 DeKalb Ave.<br>Brooklyn, N.Y. 11221<br>491-4546 |
| School District 17<br>Bedford Stuyvesant,<br>Brownsville, Crown Heights,<br>East Flatbush, Flatbush<br>Ocean Hill | No Program | |
| School District 18<br>Brownsville, Canarsie,<br>East Flatbush | No Program | |
| School District 19<br>Cypress Hills,<br>East New York | Allen R. Grossman | Boulevard Houses C.C.<br>2057 Linden Blvd.<br>Brooklyn, N.Y. 11207<br>257-1900 - 1903 |

BROOKLYN

| School District and Neighborhood | Supervisor | District Office Telephone (After 3 P....) |
|---|---|---|
| School District 20<br>Bath Beach, Bay Ridge,<br>Bensonhurst, Boro Park,<br>Dyker Heights<br>Flatbush, Sunset Park | No Program | |
| School District 21<br>Bensonhurst, Brighton Beach,<br>Gravesend, Midwood<br>Coney Island | No Program | |
| School District 22<br>Flatbush, Flatlands,<br>Mill Basin,<br>Sheepshead Bay | Mordecai Eskenazi | P.S. 266<br>2325 Haring St.<br>Brooklyn, N.Y. 11235<br>646-0465 |
| School District 23<br>Ocean Hill, Brownsville | William Carr<br>Acting | P.S. 332<br>51 Christopher Ave.<br>Brooklyn, N.Y. 11212<br>498-4848 |
| School District 32<br>Bedford Stuyvesant,<br>Brownsville | No Program | |

QUEEN'S

| | | |
|---|---|---|
| School District 24<br>Corona, Elmhurst,<br>Glendale, Long Island City,<br>Maspeth, Middle Village,<br>Ridgewood, Woodside | Mary Strenglein | P.S. 87<br>67-54 60th St.<br>Middle Village, 11379<br>326-1733, 894-5020 |
| School District 25<br>Bayside, College Point,<br>Flushing, Whitestone,<br>Fresh Meadows<br>New Gardens Hills | ~~Coordinator~~<br>Kenneth MacLeod | P.S. 201<br>65-11 155 St.<br>Flushing, 11367<br>353-5353 |
| School District 26<br>Bayside, Bellerose,<br>Douglaston, Floral Park,<br>Fresh Meadows, Jamaica Estates,<br>Little Neck, Oakland Gardens,<br>Queens Village | Rudy Coggiano | P.S. 179<br>196-25 Peck Ave.<br>Fresh Meadows 11365<br>454-2547 |
| School District 27<br>Arverne, Belle Harbor<br>Broad Channel<br>Far Rockaway<br>Hammels, Howard Beach,<br>Ozone Park, Richmond Hill<br>Rockaway Beach,<br>Rockaway Park,<br>Rockwood Park<br>South Ozone Park<br>Woodhaven | Joseph M. Lynch | Arverne Houses C.C.<br>339 Beach 54th St.<br>Arverne, 11692<br>634-1070 |

| School District and Neighborhood | Supervisor | District Office Telephone (After 3 P.M.) |
|---|---|---|
| | BROOKLYN | |
| School District 20<br>Forest Hills, Jamaica,<br>Ozone Park, Rego Park,<br>Richmond Hill,<br>South Jamaica | No Program | |
| School District 29<br>Cambria Heights, Hollis,<br>Jamaica, Laurelton,<br>Queens Village, Rosedale,<br>St. Albans, Springfield<br>Gardens | Norman F. Drucker | P.S. 130 (R.. 105)<br>253 St. Weller Ave.<br>Rosedale, 11422<br>528-9292 |
| School District 30<br>Corona, E. Elmhurst,<br>Jackson Heights,<br>Long Island City | James P. Cullinan | Woodside Houses C.C.<br>5019 Broadway<br>Woodside, 11377<br>932-2035 |
| | STATEN ISLAND | |
| School District 31 | Dr. Joseph F. Colatuno | Susan Wagner H.S.<br>1200 Manor Road<br>Staten Island, 10314<br>761-0344 |

APPENDIX B

CUSTODIAL SUBSIDY FORMULA

## CUSTODIAL SUBSIDY FORMULA

Custodial aid to Continuing Education Centers would be based on the following formula:

$$X = a\ (b+c+d)$$

Where X = the total custodial subsidy for center
a = custodial cost for center computed by multiplying the number of students in center times the average custodial cost per student for all centers
b = Percent total population over 25 with 8th grade or less education
c = Percent total families with income below poverty
d = Percent population over 65 years

Data b,c,d would be obtained from census data on the particular district where the Continuing Education Center is located. If a Continuing Education Center draws students from beyond its district then the data for the adjoining district would be used for that percent of the population.

Once the total (b+c+d) for each Continuing Education Center is determined the custodial subsidy percentage would be computed as follows:

| | Amount of Subsidy |
|---|---|
| If (b+c+d) $\leq$ 50 | 10% |
| (b+c+d) = 60 | 25% |
| (b+c+d) = 70 | 50% |
| (b+c+d) = 80 | 75% |
| (b+c+d) $\geq$ 90 | 100% |

Examples below indicate the percent of custodial subsidy for various Continuing Education Centers:

| Center | % over 25 with less than 8th Grade Ed. | % family below poverty income | % over 65 years | Total | % Custodial Subsidy |
|---|---|---|---|---|---|
| Stuyvesant | 21 | 7 | 16 | 44 | 10 |
| Bryant | 38 | 7 | 14 | 59 | 22 |
| Wagner(Harlem) | 52 | 29 | 8 | 89 | 97 |
| Sheepshead Bay | 27 | 5 | 14 | 46 | 10 |
| Bushwick | 39 | 29 | 6 | 74 | 60 |
| East N.Y. | 42 | 22 | 8 | 72 | 55 |
| Forest Hills | 25 | 6 | 14 | 45 | 10 |
| New York City | 34 | 11 | 12 | 57 | 17 |

The minimum percent of custodial subsidy would be 10%.

The "a" factor is designed to insure that those centers that are paying excessive custodial costs are not reimbursed at a rate more than the average custodial cost per student for all centers.

The total cost of this subsidy for all centers would be approximately $100,000.

EXAMPLE I

PROPOSED CUSTODIAL SUBSIDY FOR CONTINUING EDUCATION CENTERS

TOTAL $100,800

| Center | Spring 1976 Registration | Projected 1975/76 Custodial Cost | % Subsidy | Total Possible* Subsidy |
|---|---|---|---|---|
| Stuyvesant | 6,800 | 27,808 | 10 | 2,800 |
| Washington Irving | 350 | - | - | - |
| Wagner | 350 | 13,800 | 97 | 13,400 |
| Taft | 900 | 15,208 | 35 | 5,300 |
| Clinton-Walton | 2,300 | 36,250 | 22 | 8,000 |
| John F. Kennedy | 2,200 | 27,680 | 22 | 6,100 |
| Columbus-Evander | 3,500 | 42,520 | 22 | 9,400 |
| Harry S. Truman | 3,000 | 46,558 | 22 | 10,200 |
| Bushwick | 300 | 20,338 | 60 | 12,000 |
| East New York | 500 | 28,150 | 55 | 15,500 |
| South Shore | 3,800 | 22,320 | 10 | 2,200 |
| Sheepshead Bay | 10,000 | 34,398 | 10 | 3,400 |
| Forest Hills | 6,100 | 41,216 | 10 | 4,100 |
| P.S. 89Q | 150 | 3,944 | 15% | 600 |
| P.S. 86Q | 200 | 3,146 | 10 | 300 |
| P.S. 20Q | 250 | 5,612 | 10 | 600 |
| Flushing, Q | 200 | 9,500 | 10 | 1,000 |
| Bryant H.S. | 3,500 | 17,054 | 22 | 3,800 |
| Beach Channel | 1,400 | 12,680 | 10 | 1,300 |
| | 45,800 | 408,200 | | 100,800 |

* This amount of subsidy would be reduced if the center is paying more than the average custodial cost per student for all centers.